United Nations E/2005/54

Economic and Social Council

Distr.: General
29 April 2005

Original: English

Substantive session of 2005
New York, 29 June-22 July 2005
Items 7 (e) and 14 (a) of the provisional agenda*

Coordination, programme and other questions: mainstreaming a gender perspective into all policies and programmes in the United Nations system

Social and human rights questions: advancement of women

Report of the Secretary-General on follow-up to and progress in the implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session of the General Assembly

Summary

The present report, which is based on inputs received from United Nations entities, has been prepared in response to Economic and Social Council resolution 2004/4 on the review of Economic and Social Council agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system and General Assembly resolution 59/168. The report outlines gaps between policy and practice in the area of gender mainstreaming and focuses on action plans as well as other measures to promote gender mainstreaming by providing illustrative examples from United Nations entities. It also outlines action planned by organizations and bodies of the United Nations common system and makes recommendations for consideration by the Council on enhancing gender mainstreaming within the United Nations system.

* E/2005/100.

05-33262 (E) 310505

Contents

		Paragraphs	Page
I.	Introduction	1–3	3
II.	Gaps between policy and practice	4–12	3
	A. Commitment, accountability and political will	6	4
	B. Capacity and awareness of staff	7–8	4
	C. Human and financial resources	9–10	4
	D. Monitoring and reporting and sex-disaggregated statistics	11	5
	E. Limited gender mainstreaming in sectoral areas	12	5
III.	Achievements in bridging the gap between policy and practice	13-73	5
	A. Gender mainstreaming action plans: adoption, contents and coverage	14–22	6
	B. Measures to bridge the gap between policy and practice	23–73	7
	1. Institutional mechanisms	24–44	7
	2. Strategies to promote gender equality and gender mainstreaming in sectoral areas	45–47	13
	3. Operational activities	48–68	13
	4. Inter-agency collaboration	69–73	17
IV.	Future action to bridge the gap between policy and practice	74–75	18
	A. Adoption of gender mainstreaming action plans	74	18
	B. Monitoring and review of existing action plans and gender mainstreaming policies and strategies	75	18
V.	Conclusions and recommendations	76-78	18

I. Introduction

1. In its resolution 2004/4 on the review of Economic and Social Council agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system, the Council requested the Secretary-General to ensure that all United Nations entities develop action plans with time lines for implementing the agreed conclusions 1997/2, which should address the gap between policy and practice identified in the Secretary-General's report (E/2004/59), with a view to strengthening commitment and accountability at the highest levels within the United Nations system as well as to establishing mechanisms to ensure accountability, systematic monitoring and reporting on progress in implementation. The Council also requested the Secretary-General to continue to review the implementation of the agreed conclusions 1997/2, with a particular focus on bridging the gap between policies and practice on the basis of gender mainstreaming action plans.

2. The General Assembly, in its resolution 59/168, requested the Secretary-General to report annually to the General Assembly, the Economic and Social Council and the Commission on the Status of Women on the follow-up to and progress made in the implementation of the Beijing Declaration and Platform for Action and the outcome of the twenty-third special session, with an assessment of progress made in mainstreaming a gender perspective within the United Nations system, including by providing information on key achievements, lessons learned and good practices, and to recommend further measures and strategies for future action within the United Nations system.

3. The present report, which is based on inputs received from organizations and bodies of the United Nations system,[1] was prepared in response to these resolutions. It outlines gaps between policy and practice and focuses on gender mainstreaming action plans as well as other measures to promote gender mainstreaming by providing illustrative examples from entities. It also outlines action planned by entities of the United Nations system and makes recommendations for consideration by the Economic and Social Council on enhancing gender mainstreaming within the United Nations system.

II. Gaps between policy and practice

4. In his report to the Economic and Social Council (E/2004/59) on the review and appraisal of the system-wide implementation of the Economic and Social Council's agreed conclusions 1997/2, the Secretary-General concluded that gender equality policies and strategies are largely in place throughout the United Nations system. Despite attention given to institutional requirements, such as specialist gender resources, capacity-building, the development and use of methodologies and tools, including sex-disaggregated data, serious continuing challenges included: underdeveloped monitoring, reporting and accountability mechanisms; inadequate utilization of gender specialists; and insufficient capacity for gender analysis.[2]

5. In their contributions to the present report, many United Nations entities confirmed that these and other factors contribute to the existing gaps between policy and practice. To ensure the implementation of policies, strategies and action plans on gender equality, it is particularly important to link these policies, strategies and

action plans to overall goals within the organizations of the common system. It is also critical to incorporate gender perspectives in programming processes, including programme budgets and multi-year funding frameworks. The following sections give a brief overview of the areas that were identified as presenting particular challenges.

A. Commitment, accountability and political will

6. Many entities, for example the Economic and Social Commission for Western Asia (ESCWA), noted the need for strong commitment by senior management to gender mainstreaming. The International Fund for Agricultural Development (IFAD) and other entities stressed that responsibility for gender mainstreaming must be shared among all staff of an organization. Some entities, such as the Food and Agriculture Organization of the United Nations (FAO), emphasized that there was a need for enhanced understanding of gender mainstreaming as a strategy to achieve gender equality rather than an end in itself. The Office of Internal Oversight Services and other entities noted the importance of consistent, long-term organizational commitment.

B. Capacity and awareness of staff

7. Several entities identified the lack of awareness and expertise of staff as contributing to the gap between policy and practice. FAO emphasized that in order to achieve and maintain a good level of expertise in gender mainstreaming, it was crucial to make awareness raising and training of staff in operational and technical departments a continuous and ongoing process with regular follow-up. ESCWA also noted the need to train gender focal points so that they could adequately serve as resource persons. Human and financial resources for capacity-building were often insufficient.

8. A few entities noted that the concept of gender remained unclear to staff. FAO noted that existing tools to mainstream gender perspectives were often not fully incorporated from the beginning of the process but instead added on at later stages. ESCWA reported that a lack of clear instructions on how to mainstream gender perspectives into specific programmes and activities resulted in gender mainstreaming not being taken seriously or given priority.

C. Human and financial resources

9. For some entities, limited human and financial resources for successful gender mainstreaming represented a major challenge. The Department of Political Affairs identified the lack of resources for dedicated gender adviser posts and targeted operational projects as a remaining challenge. ESCWA emphasized the need for full-time staff to serve as resource persons, train others and monitor progress in the implementation of gender mainstreaming.

10. Entities noted that another challenge was to ensure the effective role of gender focal points. The United Nations Children's Fund (UNICEF) reported that the efficiency of networks of gender focal points can be hampered by the lack of

capacity, seniority, time and resources. As a result, such mechanisms could reinforce the marginalization of gender equality issues. ESCWA noted that gender focal points often performed their functions in addition to other tasks and that gender mainstreaming responsibilities were insufficiently reflected in workplans and performance appraisals.

D. Monitoring and reporting and sex-disaggregated statistics

11. Some entities, for example the United Nations Development Programme (UNDP), noted the need for monitoring on a regular basis and for indicators to measure progress in implementing activities. Another factor contributing to the continuing gap between policy and practice was the lack of data disaggregated by sex, or, as reported by the International Organization for Migration (IOM), the insufficient use of available data for gender analysis. ESCWA noted that this prevented effective understanding of the gender perspectives in various fields, inter alia, poverty, unemployment, education, work in the informal sector, disabilities and violence against migrant workers.

E. Limited gender mainstreaming in sectoral areas

12. Entities, including ESCWA, the International Atomic Energy Agency (IAEA), the International Civil Aviation Organization (ICAO), the International Maritime Organization (IMO), the World Bank, the International Monetary Fund (IMF), the World Food Programme (WFP), and the World Intellectual Property Organization (WIPO) identified some sectoral areas, such as macroeconomic issues, including investment, finance and trade, and technical and scientific areas, such as transport and aviation, as challenging areas for gender mainstreaming. WFP noted that gender mainstreaming in humanitarian emergency policies and responses continued to lag behind mainstreaming in other types of operations, although more progress was evident in cases where emergency operations had been transformed into relief and recovery operations. The World Bank reported that despite progress, opportunities to improve the integration of gender perspectives into sectors such as economic policy, energy, public finance and expenditure and private sector development had not been fully utilized. IMF and the World Bank emphasized that the implementation of gender mainstreaming was often limited to health and education programmes. FAO noted that despite continuous and sustained activities, gender equality in rural development and agriculture had not yet been fully achieved.

III. Achievements in bridging the gap between policy and practice

13. In response to the identification of continuing challenges to their efforts in gender mainstreaming, and in response to the gap between policy and practice identified during the review of Economic and Social Council agreed conclusions 1997/2 in 2004, United Nations entities have continued to develop further policy, institutional and operational measures to enhance implementation of gender mainstreaming.

A. Gender mainstreaming action plans: adoption, contents and coverage

14. About one fourth of responding entities have already adopted gender mainstreaming implementation mechanisms that can be classified as action plans and are now in the process of implementing these action plans both at their headquarters and field offices. For example, gender mainstreaming action plans were adopted by: ESCWA in 1998; the International Labour Office (ILO) in 1999; and FAO in 2001;[3] the Department of Disarmament Affairs, IFAD and the United Nations Scientific and Cultural Organization (UNESCO) in 2003; the Office for the Coordination of Humanitarian Affairs in 2004; and UNDP in 2005. Some entities, such as FAO and UNDP, have either revised and updated their initial action plans or have adopted action plans that implement policies and strategies that have been in place for some time.

15. The content of action plans varies greatly from entity to entity. Most action plans, in particular initial plans, attempt to clarify and provide definitions of gender equality and gender mainstreaming strategies and programmes, explain the linkages between gender equality and relevant substantive areas of work and set the goals of and establish principles for gender mainstreaming within the relevant entity. Some action plans, such as those adopted by FAO and UNDP, are expressly linked to overall corporate planning processes, workplans and budgets.

16. Action plans establish lines of responsibilities and accountability for gender mainstreaming for staff and management. For example, the action plans of the Office for the Coordination of Humanitarian Affairs and FAO describe the responsibilities for each headquarters division and branch and for field offices. Some action plans cover different levels of the respective United Nations entity. For example, UNICEF is operating with decentralized gender mainstreaming action plans in its regional and country offices, but does not yet have a corporate action plan.

17. Action plans focus on institutional mechanisms at both headquarters and decentralized offices, including gender focal points and gender desks/offices; monitoring, evaluation and reporting procedures; and capacity-building programmes. The FAO Gender and Development Plan of Action (2002-2007) addresses the specific role of its Women and Population Division as the corporate gender focal point to initiate follow-up action. UNESCO's action plan, the Gender Mainstreaming Implementation Framework (2002-2007), commits the organization to strengthening its in-house capacity in gender mainstreaming by 2007. In 2003, IOM prepared an action matrix to facilitate annual monitoring exercises.

18. Action plans adopted by the organizations of the common system also include guidelines on programme planning and implementation of their operational work in sectoral areas. For this purpose, some include specific tools. To facilitate practical implementation of gender mainstreaming, the action plans of the Department for Disarmament Affairs, IFAD and the Office for the Coordination of Humanitarian Affairs contain checklists for a number of activities.

19. Some action plans include specific time lines. The IFAD plan of action (2003-2006) makes an institutional commitment to 25 clearly defined and time-bound actions, accompanied by a set of indicators in three areas of action.

20. Some action plans, including that of FAO, emphasize the allocation of financial resources.

21. Some entities, such as IFAD, ILO and FAO, address partnerships and networking with other relevant actors in their action plans, including in relation to monitoring and evaluation.

22. It should be noted that many entities that do not yet have corporate or overall action plans are guided by policies, strategies or frameworks on gender mainstreaming. Several of these entities intend to draw up implementation frameworks for such policies and strategies in the form of action plans in the future (see sect. IV below).

B. Measures to bridge the gap between policy and practice

23. Several organizations provided information on a number of initiatives that were undertaken in different areas in order to fulfil their commitments to gender equality, including in relation to the implementation of gender mainstreaming action plans.

1. Institutional mechanisms

Programme budgets and multi-year funding frameworks

24. Several entities reported the incorporation of gender mainstreaming in entity-wide programming processes and the provision of financial resources as an attempt to bridge the gap between policy and practice. Substantial financial allocations were made by WFP for the implementation of the gender policy under its regular biennial management plan 2004-2005 and mainstreamed into programme budgets. ILO's programme and budget for 2004-2005 contains its Shared Operational Objective on Gender Equality with three indicators for measuring progress of ILO constituents and one internal organizational indicator. UNDP's multi-year funding framework for 2004-2007 identified the promotion of gender equality as one of the driving forces of development effectiveness. The multi-year funding framework of the United Nations Population Fund also set a specific goal for the achievement of gender equality and empowerment. The Economic and Social Commission for Asia and the Pacific (ESCAP) strategic framework for 2006-2007 incorporated gender perspectives into the expected accomplishments of six out of eight subprogrammes. UNESCO has taken steps to ensure that its next programme and budget for 2006-2007, which is to be adopted at the thirty-third session of its General Conference in October 2005, will fully reflect the overall commitment of the member States of the organization to gender mainstreaming, the promotion of gender equality and the empowerment of women and girls.

Gender specialist resources

25. A number of institutional arrangements were made to further support gender mainstreaming within entities, including the establishment of gender specialist posts, gender focal points or focal point networks, including in those entities that did not previously possess these resources, or only to a limited extent.

26. To support the implementation of its policy and action plan, a Senior Gender Adviser joined the Office for the Coordination of Humanitarian Affairs in March 2005, and a network of gender focal points in branch and field offices has been initiated. In October 2004, a Centre for Women was established within ESCWA. One of its main functions is to oversee gender mainstreaming and to assist Member States in this endeavour. The WFP Gender Unit at headquarters has expanded significantly, allowing for a more systematic implementation and mainstreaming of its gender policy. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has appointed a main gender focal point and five field focal points. In 2005, the Office of Internal Oversight Services established a Working Group on Gender, with the participation of all divisions, in order to strengthen the consideration of gender perspectives and fully engage the potential of the Office to serve as catalyst and enhance accountability for implementing the gender mainstreaming strategy in the Organization.

27. Some entities noted the positive results obtained through the involvement of gender focal points. ESCWA reported that its network of gender focal points had been particularly useful when formulating medium-term plans, strategic frameworks and programme budgets. IFAD noted that the inclusion of gender specialists on programme design missions had become a widespread practice. The Office for the Coordination of Humanitarian Affairs reported that a gender expert was part of the evaluation team of an inter-agency real-time evaluation in Darfur, the Sudan, in January 2005. The expert had brought the need to strengthen the response to gender issues, in particular gender-based violence, to the attention of the humanitarian community.

28. Entities also reported on efforts to secure support through external gender specialist resources. The United Nations High Commissioner for Refugees (UNHCR) had established a short-term deployment roster with an international non-governmental organization in 2004 to provide selected operations with gender expertise to facilitate gender mainstreaming and provide follow-up on sexual and gender-based violence.

Capacity-building, including development of tools and resources

29. Most entities have developed and are implementing gender awareness and gender mainstreaming capacity-building activities, in particular training.

30. In implementing its action plan, FAO has trained staff to operationalize gender mainstreaming within the project cycle and has made use of its Socio-Economic and Gender Analysis Programme for this purpose, as well as for the provision of policy advice and technical assistance to Member States. As a result of its action plan, the Office for the Coordination of Humanitarian Affairs has given attention to gender perspectives in inter-agency consolidated appeals process training programmes with partners, stressing the need for gender perspectives to be addressed in all sectoral projects. In 2004, following the adoption of its plan, UNESCO organized a workshop for gender focal points and later developed a comprehensive capacity development programme for gender mainstreaming in various sector programmes, with implementation scheduled to start in May 2005. UNESCO also plans to expand its gender mainstreaming capacity-building and training programme to sectors other than education in 2006 and 2007.

31. The WFP, under its Training and Learning Initiative, organized regional and country-level workshops that have assisted almost 700 field staff, government counterparts and cooperating partners to build the capacity required to implement the WFP Enhanced Commitments to Women. UNRWA has launched gender awareness-training for more than 700 social service field staff. To bridge the gap between policy and practice, training for the staff of UNHCR and partner organizations on the prevention of and response to sexual and gender-based violence continued, with a total of 152 persons trained from 27 different countries in 2004. The Department of Political Affairs has organized a series of gender mainstreaming workshops for its staff, including senior managers, which focused on the implementation of Security Council resolution 1325 (2000). The workshops are expected to provide jointly developed elements for a future department-wide action plan. ILO is aiming to address the gap between policy and practice through training for gender focal points.

32. Many entities have also developed new tools and methodologies to support capacity-building programmes for staff, partners and beneficiaries.

33. Following the adoption of its action plan, the Office for the Coordination of Humanitarian Affairs issued guidelines on integrating gender perspectives into its situation reports and provided guidance for humanitarian information centres, emphasizing the need to include gender concerns in all data collection efforts as well as in the dissemination of information. The Office also developed a checklist to ensure that gender perspectives are integrated into the development of the consolidated appeals process. The Office for the Coordination of Humanitarian Affairs has also issued a framework for gender analysis in its response to the tsunami disaster. WFP has developed comprehensive guidelines, specifying minimum implementation requirements, to help staff and partners implement its Enhanced Commitments to Women policy. In addition, practical guidelines for gender-sensitive food security have been drafted. To bridge the gap between policies and their practical application in emergency responses, WFP has been working with other agencies to produce programme support tools to assist field staff, notably the matrix being developed in cooperation with the Inter-Agency Standing Committee Task Force on protection from sexual abuse and exploitation, the aim of which is to prevent and reduce gender-based violence in emergencies.

34. In 2004, the World Bank's Gender and Development Group designed new tools to guide operational teams in incorporating gender perspectives into country assistance strategy processes and HIV/AIDS operations. The United Nations Population Fund (UNFPA) revised its policy and procedures guide for programming, emphasizing that gender mainstreaming with a human rights-based and culturally sensitive approach was a cross-cutting aspect of its work and required the full integration of women's and men's perspectives into reproductive health, population and development programmes. Guidelines and other materials were developed by ESCAP in 2004 to help substantive divisions of the Commission to mainstream gender concerns into their day-to-day work. ILO has developed an orientation kit for gender focal points, a three-language newsletter, ILO Gender News, and the ILO Gender Equality Tool website (www.ilo.org/gender).

35. In 2004, the Department of Peacekeeping Operations produced and launched a gender resource package for peacekeeping operations, which serves to facilitate the process of staff capacity-building. The Department also recently launched

guidelines to facilitate gender mainstreaming in mine action programmes and activities and will also improve its disciplinary standards and procedures and training resources to facilitate the prevention of sexual misconduct by peacekeeping personnel. UNESCO developed a gender training CD-ROM and handbook. The UNHCR Guidelines on Prevention and Response to Sexual and Gender-Based Violence have been translated into Arabic, Bahasa Indonesia, Chinese, French, Hungarian, Polish, Romanian, Russian and Serbo-Croat. INSTRAW promoted the sharing of information, tools and good practices through its gender mainstreaming database, which includes an extensive collection of resources on gender mainstreaming produced by different agencies and organizations, as well as sections on lessons learned and good practices. As an added feature, the database also contains a glossary of the terminology most commonly used in gender mainstreaming in order to facilitate conceptual clarity and common understanding.

Accountability, monitoring and reporting

36. Entities reported that improved accountability measures had been put into place to ensure that senior management and staff at all levels undertake efforts to achieve gender mainstreaming in their work. A number of entities embarked on the development and implementation of monitoring and evaluation tools for gender mainstreaming, including in relation to gender mainstreaming action plans. Several entities specifically noted progress and positive results that emerged from strengthened accountability, monitoring and evaluation processes, both in relation to processes and in terms of gender mainstreaming in programmes and activities.

37. UNDP has strengthened accountability with its Practice Note on Gender Equality, which holds staff and managers accountable for incorporating gender concerns into every aspect of its work. UNESCO improved the assessment framework in its programming and monitoring computer system to more effectively monitor the integration of gender perspectives into programme design and implementation. Following its baseline survey that aimed to define future benchmarks and targets, IFAD now uses a set of indicators to measure impact achievement in the project cycle; policy partnership, learning and innovations; and accountability and monitoring. ESCAP project development and monitoring processes use gender analysis, assess how project strategies and results frameworks seek to address gender inequalities and monitor the numbers of women participants and the numbers of women and girls reached by project interventions. UNDP has developed a Gender Scorecard as a monitoring tool to measure organizational performance and results. UNICEF issued a new tool on self-assessing progress on gender equality goals in country programmes as part of its 2004 core guidance. The tool is being used at planning and review stages in order to identify and address the gaps in programming for gender equality and women's rights. UNICEF has also developed new indicators in the area of child protection, with a focus on gender-based violence and harmful traditional practices. UNICEF is also preparing a joint tool for assessing the application of its human rights-based approach and gender equality in programmes, with a view to elaborating a tool that could be applied to national policies and development plans.

38. UNFPA has instituted an appreciative inquiry on gender mainstreaming, which will end in mid-2005, to assess gender mainstreaming capacity-building tools, substantive publications on gender equality and women's empowerment and the extent to which UNFPA's work in all areas has mainstreamed gender perspectives.

The inquiry will be a basis for assessing future directions in capacity-building and institutional accountability on gender mainstreaming within UNFPA. ILO's participatory gender audits, 22 of which have been conducted with ILO work units and regional offices since 2001, involved staff at all levels of the organization in an interactive and participatory process that identified needs in the area of gender mainstreaming. The UNDP gender mapping exercise in all country offices and bureaux provided a systematic framework for deepening analysis and planning.

39. At UNRWA, a gender field study was initiated in May 2004 with the aim of producing guidelines for the development of a gender mainstreaming strategy. WFP has launched baselines on all Enhanced Commitments to Women in 48 countries, which should allow it to objectively assess progress. In 2004, the World Bank developed its first Sector Strategy Implementation Update, which reported on the implementation of the gender mainstreaming strategy and included a draft gender results framework. In March 2005, the Governing Board of ILO requested the Director-General to make specific provisions in technical cooperation partnership agreements to guarantee and support gender mainstreaming in all programmes.

40. UNHCR launched a pilot project to enhance its gender mainstreaming capacity, which focused on promoting participatory assessments with refugee women and men of all ages to gather their views and concerns on the protection risks they face, to recognize their capacities and skills and to incorporate these into the planning process. Multidisciplinary teams undertook the participatory assessment in coordination with local and international partners in a total of 14 country operations. An evaluation of the pilot project was undertaken in eight of the pilot countries to review the methodology applied and to document lessons learned. The evaluation, which was completed in March 2005, will be used as a basis to refine the methodology for the expansion of the process to all UNHCR operations during 2005 and 2006.

41. IFAD reported that improvements in the gender-sensitive design of projects were noted in 2004 and that experience across the regions had revealed that when gender mainstreaming was clearly spelled out in programmes, reflected in loan agreements and upheld in interactions with cooperating institutions, the potential for gender-sensitive implementation was increased. UNDP noted the use of more targeted support for addressing gender perspectives through strategic and pilot initiatives by all organizational practice areas. ESCWA reported that the ratio of work-months for gender mainstreaming and total work months, used as monitoring criteria, improved from 29 per cent in 1998/99 to 34 per cent in 2002/03. UNFPA's global survey for the 10-year review of the International Conference on Population and Development assessed the implementation of gender equality and women's empowerment goals in programme countries. The World Bank noted that 42 per cent of client countries in which the Bank is active had completed country gender assessments by the end of the fiscal year 2004. These assessments incorporated priority interventions to eliminate gender-related barriers to poverty reduction and economic growth. Gender analysis was also incorporated in the highest proportion of poverty assessments in 2004. The World Bank also reported that, of the 16 country assistance strategies discussed by the Board of Executive Directors in 2004, 81 per cent proposed gender-responsive actions in at least one sector, compared with about 50 per cent in 1998.

Sex-disaggregated statistics

42. Several entities reported progress in the collection, availability and use of sex-disaggregated statistics. The Statistics Division of the Department of Economic and Social Affairs has continued to mainstream gender perspectives in the compilation and dissemination of social and demographic statistics. Regularly updated statistics and indicators on women and men are available at http://unstats.un.org/unsd/demographic/ww2000/tables.htm. In addition, the Statistics Division has promoted methodological statistical developments that facilitate collection of data based on gender-sensitive concepts and methods. An interim report that will be part of the publication *World's Women 2005: Progress in Statistics* was published in February 2005 and focused on sex-disaggregated statistics on population, births and deaths. The Division has made a trial International Classification of Activities for Time-Use Statistics available on its website for comments. The Classification is sensitive to the differences between women and men in remunerated and unremunerated work (see http://unstats.un.org/unsd/demographic/sconcerns/tuse/tu3.aspx) and which will be revised following suggestions and comments received. The Division has also initiated work to review and update the United Nations Principles and Recommendations for Population and Housing Censuses and plans to release the above-mentioned major publication, *World's Women 2005: Progress in Statistics*, in September 2005. This publication will examine progress over the last 30 years in the ability of countries to produce and report sex- and age-disaggregated statistics to the international statistical system. These statistics are needed to monitor, inter alia, the implementation of the Beijing Platform for Action and progress towards the achievement of the Millennium Development Goals. The Division has also prepared the publication *Guide to Producing Statistics on Time Use: Measuring Paid and Unpaid Work*, which is to be released in 2005. This guide is a reference tool for countries interested in conducting time-use surveys.

43. The Population Division of the Department of Economic and Social Affairs has continued to publish sex-disaggregated data, including in estimates and projections of population, age distribution and key mortality indicators, including infant and child mortality and life expectancy. The Division has recently issued new or updated databases providing data disaggregated by sex on international migration, marriage and family planning. The Economic Commission for Europe (ECE) continued to improve the quality, availability and use of gender statistics in the region. ESCWA integrated gender perspectives into indicators to monitor global conferences and the Millennium Development Goals. UNDP noted that the support provided by more than a third of its country offices in collecting sex-disaggregated data had facilitated the development of more gender-responsive common country assessments, United Nations Development Assistance Frameworks, poverty reduction strategy papers, Millennium Development Goal reports and national human development reports. UNRWA is in the process of developing a sex-disaggregated database, which will enhance its ability to plan, monitor and evaluate its activities.

44. As a result of its request for sex-disaggregated information in the database used for programme planning, monitoring and performance reporting, the Office of Internal Oversight Services was able to provide data on the participation of women respective to that of men in training at the United Nations. Of the 81,326 participants in more than 2,000 training events reported by 19 departments and

offices, 26,540 (33 per cent) were women. The report further stated that eight programmes fully implemented the instruction for the programme budget for 2002-2003 that each subprogramme define at least one expected accomplishment that reflected the most important gender dimension of its work. Nine programmes did so in some of their subprogrammes whereas nine others did not identify gender-related performance goals. Of the 470 statements of accomplishments in the programme performance report, 67 (14 per cent) made explicit references to gender perspectives in reporting on results achieved in substantive areas during the biennium.

2. Strategies to promote gender equality and gender mainstreaming in sectoral areas

45. A few entities have recently taken steps to adopt policies or strategies on gender mainstreaming. In February 2005, at the twenty-third session of the Governing Council/Global Ministerial Environment Forum of the United Nations Environment Programme (UNEP), the Council adopted decision 23/11, entitled "Gender equality in the field of the environment". This decision tackled the critical issues of equal participation in decision-making, gender mainstreaming in environmental policies and programmes, and the assessment of effects on women of environmental policies. It contained guidelines for implementation, inviting Governments to actively involve all stakeholders in their gender equality and environment related activities.

46. A number of entities have continued to support other stakeholders, including Governments or inter-agency mechanisms, in incorporating gender perspectives into sectoral policy or programme formulation and implementation. The Office of the Special Adviser on Women and Gender Issues has continued to play an important coordination, policymaking and advocacy role and has initiated and contributed to the development of methodologies and tools, including through briefing notes on gender mainstreaming as well as competence building and training on gender-based analysis. As a follow-up to a case study methodology workshop initiated by the Office of the Special Adviser, specific studies were conducted in 15 countries.

47. Through its field-based work and at headquarters, the United Nations Development Fund for Women (UNIFEM) continued to place a high priority on coordination mechanisms by demonstrating how to use the Millennium Development Goal processes as effective platforms for strengthening commitments to gender equality and women's empowerment. Overall, UNIFEM contributed inputs into Millennium Development Goal processes in 15 countries and to the common country assessment/United Nations Development Assistance Framework exercises in 14 countries in 2004, including through support for the involvement of national partners in these processes.

3. Operational activities

48. Many entities reported on operational activities that supported gender mainstreaming in various sectoral areas.

49. Through its technical cooperation programme, the Division for the Advancement of Women of the Department of Economic and Social Affairs is supporting the development of the capacity of national machineries for the advancement of women in Africa to influence national information and communication technology (ICT) policy processes from a gender perspective, as

well as facilitating their participation in the two phases of the World Summit on the Information Society, in order to bring attention to the gender digital divide. The Division for Sustainable Development of the Department of Economic and Social Affairs prepared a background document with a set of practical recommendations and case studies for gender mainstreaming in water and sanitation programmes, which was made available to the Commission on Sustainable Development at its thirteenth session. Recent publications of the Population Division of the Department of Economic and Social Affairs focused on gender perspectives of policies on reproductive rights and health, migration, mortality, ageing and population.

50. ECE provides a forum where gender statistics experts from Member States have discussed selected topics, such as the introduction of gender-based data into the work of national statistical offices and the measurement of gender-based attitudes. ESCAP has focused on the same issues, including integrating unpaid work into national policies, advocating the collection of sex-disaggregated data in censuses, and encouraging national accounting systems to focus on giving higher value to unpaid work and work in the informal sector. It has also undertaken gender mainstreaming activities within its capacity-building programme on multimodal transport. In ESCAP's flagship publication, the 2004 edition of the *Economic and Social Survey of Asia and the Pacific*, gender dimensions of poverty were analysed and policy proposals were made to reduce the gender gap and mainstream gender perspectives in development, including in relation to older women, and employment.

51. The Department of Political Affairs and some of its field missions have continued to support efforts to give greater attention to gender perspectives in their work relating to political and electoral processes, including through meetings with women's groups during Security Council assessment missions and by encouraging Governments to promote gender equality and the equal representation and participation of women.

52. The Department of Public Information, including through its network of field offices, continues to strive to incorporate gender perspectives in the substantive work of its various programmes. In 2004-2005, the production of a publication, "Faces", highlighted the real life stories of women and men around the world who are working to ensure that gender perspectives are included in all aspects of the peace and reconstruction process. The radio programming of the Department continued to reflect a gender perspective in its news bulletins and current affairs magazines in various languages, including in relation to: housing; peace processes; migrant women who work as domestic employees; women in politics in countries in transition; and the female face of poverty in Latin America.

53. Gender units of some peacekeeping missions of the Department of Peacekeeping Operations provide technical inputs and facilitate the incorporation of gender perspectives in the drafting of new constitutions and legislation and cooperate with national and international partners to integrate gender perspectives into electoral processes. Gender units also provide technical advice to disarmament, demobilization and reintegration teams, including advising on the design of cantonment sites and meeting the specific needs of women and girls associated with armed forces and groups.

54. The Joint United Nations Programme on HIV/AIDS (UNAIDS) noted that the visibility of a comprehensive approach to HIV prevention that addressed the gender-

related vulnerabilities to HIV was among the achievements of its Southern Africa Youth Initiative.

55. The United Nations Environment Programme (UNEP) has published a report entitled "Mainstreaming Gender in Environmental Assessment and Early Warning", and the *GEO Year Book 2004/5* on the global environment outlook dedicated a chapter to gender, poverty and the environment.

56. UNICEF has addressed child protection, taking into account gender perspectives at the global level through research and advocacy and, in cooperation with its partners at the national level, through media and advocacy campaigns, legislative reform, counselling and rehabilitation services as well as capacity-building and awareness-raising of police, judges and other officials to ensure the proper enforcement of existing laws. Three-quarters of UNICEF country offices now work on awareness-raising and behavioural change activities to counter gender-based violence, which has been identified as a key concern in this area. UNICEF and other members of the United Nations country team gender working group in Sri Lanka have also contributed to the discussion of this dimension in the joint needs assessment for a recovery plan for the country. UNICEF has also focused on the specific circumstances of girls associated with fighting armed forces, in recognition of the fact that programming in this area has tended to ignore the existence of girl soldiers. In 2004, UNICEF launched the "Girls left behind" project in Sierra Leone to ensure the protection and reintegration of abducted girls and young women and to offer them basic education and skills training.

57. UNIFEM has advocated for gender mainstreaming in national and local budgets, poverty reduction strategies and trade regimes, endeavoured to incorporate gender perspectives into poverty reduction strategies and to ensure women's participation in the poverty reduction strategy processes in 2004. It also worked to mainstream the gender and human rights dimensions of HIV/AIDS into national AIDS plans in several countries, in cooperation with other network and national partners. With a view to strengthening institutional capacity for gender mainstreaming, UNIFEM has supported efforts to build sustainable skills and commitments to develop and use sex-disaggregated databases in several countries in Asia and the Pacific, Central and Eastern Europe, the Middle East, Africa and Latin America. In the area of governance, UNIFEM has worked to incorporate gender perspectives in coordinated needs assessments in post-conflict reconstruction processes in Africa and the Arab States. In South Asia, Afghanistan and Mexico, a key focus has been to build the capacity of judiciary and governance institutions to align and apply their policies in conformity with the Convention on the Elimination of All Forms of Discrimination against Women.

58. UNFPA reported the emergence of partnerships in several countries where gender-sensitive budgeting programmes were being used to secure greater investments in girls' education, sexual and reproductive health, women's political participation and ending gender-based violence.

59. The United Nations Office on Drugs and Crime is implementing a comprehensive programme, including special attention for girls and women within and outside the criminal justice system in post-conflict reconstruction. The Office's drug demand reduction activities include gender perspectives in order to ensure that services and information are available to women and girls. In this context, a guide to substance abuse treatment was published in 2004. Support for alternative

development, aimed at reduction of the drug supply, has been provided within a framework of gender-sensitive planning, environmental protection and sustainability.

60. Assessments and reviews of progress in mainstreaming gender perspectives into programmes and policies are considered as part of in-depth evaluations, inspections and audits of the Office of Internal Oversight Services. The reports of the Office on the in-depth evaluations of the electoral assistance programme, the work of the Division for Ocean Affairs and the Law of the Sea, the inspections of programme management and administrative practices in UNEP, the Department for Disarmament Affairs and the International Trade Centre (ITC) of the United Nations Conference on Trade and Development and the World Trade Organization (UNCTAD/WTO) all include gender perspectives.

61. The Office of the Special Adviser on Africa noted that the second consolidated report of the Secretary-General on the New Partnership for Africa's Development specifically pointed out progress in gender mainstreaming (A/59/206, para. 28).

62. In 2004, for the first time, ILO conducted gender audits for its constituents, rather than its own offices.

63. IMO through its programme on strengthening the integration of women in the organization's technical cooperation activities aims at reinforcing regional networks for women in the maritime sector as well as national capacities through fellowships and training.

64. In 2004, the United Nations Research Institute for Social Development (UNRISD) developed a 5-year research programme, devoting one of the six programme areas to gender and development. With this new programme, UNRISD will strengthen its efforts to mainstream gender analysis in all its other programme areas.

65. The United Nations University has conducted research and policy studies with relevance to gender equality in a number of areas, including economic development, new technologies, natural resource management, armed conflict, leadership, trafficking and poverty. The University, which has also considered the linkages between academic research and gender-sensitive policymaking, noted that it has moved away from a focus on women to research projects incorporating gender perspectives, including: African institutional reform and post-conflict peacebuilding; inequality and social structures in economies in transition; and refugees and internally displaced persons.

66. The World Intellectual Property Organization (WIPO) organized training seminars on intellectual property rights for women entrepreneurs and invited experts in the field to speak at events for women entrepreneurs and inventors.

67. The World Meteorological Organization (WMO) has encouraged the designation of national gender focal points in Member States to ensure gender mainstreaming in its work.

68. The 2004 joint IMF/World Bank report on the implementation of poverty reduction strategy papers noted an increase in poverty-reducing expenditures in 14 countries, especially in the areas of health and education, which were seen to have implications for women in particular. The World Bank integrated gender perspectives into operational design in nearly all projects in health, education, social

development and rural development, and in more than 75 per cent of the projects in public sector, water supply and sanitation and transport in 2004.

4. Inter-agency collaboration

69. At its fourth session, in February 2005, the Inter-Agency Network on Women and Gender Equality organized a workshop entitled "Ten-year review of gender mainstreaming: focusing on results". The purpose of the workshop was to identify practical steps to accelerate progress towards the achievement of gender equality against the backdrop of current challenges and emerging global issues. Participants explored new initiatives, suggested ways of improving methods for gender mainstreaming and discussed how the Network could strengthen coordination at the national, regional and international levels.

70. The Inter-Agency Network's Task Force on Gender Mainstreaming in common country assessment/United Nations Development Assistance Framework processes finalized a resource guide for gender theme groups and gender experts at the country level. Its Task Force on Gender and Trade launched a publication on gender and trade in 2004 and also took advantage of several opportunities to advocate gender mainstreaming including the meeting with policymakers at the eleventh session of the United Nations Conference on Trade and Development (UNCTAD), in 2004 and the World Trade Organization (WTO) symposium on the subject. The Task Force on Gender and Water promoted the integration of gender perspectives in the formulation of strategies to meet the relevant Millennium Development Goals on water and sanitation, including in the context of the International Water for Life Decade (2005-2015).

71. The Inter-Agency Network's Task Force on Gender Mainstreaming in Evaluation, Monitoring and Programme Reporting, established pursuant to recommendations of its 2004 workshop on mainstreaming a gender perspective in evaluation, monitoring and programme reporting, completed a study that noted that, despite a proliferation of tools and activities and some good practices in the area, monitoring and evaluation of gender policies and programmes was still the weakest area in such reporting. Another Inter-Agency Network Task Force on Indigenous Women, established in 2004 to further promote the implementation of gender mainstreaming in the area of indigenous peoples, had produced an information kit on relevant issues.

72. The Inter-Agency Standing Committee endorsed a statement of commitment on actions to address gender-based violence in emergencies. Its Working Group on Gender and Humanitarian Assistance is currently developing a matrix on prevention and response to gender-based violence to guide actions of all actors in emergency situations. Its Task Force on Protection from Sexual Abuse and Sexual Exploitation has taken several steps to ensure full implementation of the Secretary-General's Bulletin on protection from sexual abuse and sexual exploitation (ST/SGB/2003/13), including the development of a toolkit on gender-based violence aiming to provide practical guidance to humanitarian actors on coordination and activities for the prevention and management of gender-based violence in humanitarian crises.

73. UNAIDS reported on the Global Coalition on Women and AIDS, for which it is the secretariat. Since its establishment in February 2004, the Coalition has attempted to ensure collective action of its member organizations and has used innovative partnerships between United Nations entities and civil society

organizations in its work on seven action areas and two cross-cutting thematic areas, leadership development for women; and the involvement of men and boys.

IV. Future action to bridge the gap between policy and practice

A. Adoption of gender mainstreaming action plans

74. Several entities intend to develop gender mainstreaming action plans. The gender mainstreaming workshops run by the Department of Political Affairs are expected to develop elements for a departmental gender mainstreaming action plan. Within the Department of Peacekeeping Operations, a planning process is under way to facilitate the development of a Department-wide action plan on gender mainstreaming, which will include a training component for staff and senior managers at Headquarters and within field missions. IAEA is currently in the process of developing a gender mainstreaming policy, to be followed by an action plan. The United Nations University is currently preparing a gender mainstreaming action plan. WMO is developing a gender policy and a time-bound action plan to focus its gender equality activities. In a decision of its Governing Board, which invited its Executive Director to explore options for developing an action plan for gender mainstreaming, UNEP decided to dedicate specific resources, and to work through memoranda of understanding with eminent gender experts, in order to develop a comprehensive action plan for gender mainstreaming.

B. Monitoring and review of existing action plans and gender mainstreaming policies and strategies

75. Several entities intend to review their gender policies, strategies or action plans in the near future. IFAD is planning a midterm review of its gender plan of action in 2005, which will provide quantitative and qualitative information related to the benchmarks set by the baseline survey. In addition, there is an ongoing evaluation of programmes for gender equality and women's empowerment funded through grants and supplementary funds at regional, national and local levels. This will include an evaluation of the role and mandates of gender focal points within the organization. UNICEF is planning an assessment of all decentralized action plans and the situation of gender mainstreaming in general in 2005. In 2006, it will design an overall strategy to enhance gender mainstreaming within the organization. WFP plans to conduct follow-up on its baseline surveys on all eight Enhanced Commitments to Women in 2007. UNRWA is in the process of developing an agency-wide gender mainstreaming strategy, which should be completed by late 2005.

V. Conclusions and recommendations

76. **In response to the outcome of the review of the Economic and Social Council agreed conclusions 1997/2, United Nations entities have continued to identify gaps between policy and practice in gender mainstreaming in their respective fields of work. While challenges to the integration of gender perspectives in policies and programmes are visible in all sectoral areas,**

challenges are particularly obvious when implementation takes place in the context of complex, multisectoral interventions involving many different actors at both the field and headquarters levels. Further challenges relate to inadequate institutional mechanisms, including in the area of data collection, monitoring, reporting and training.

77. **Entities have taken steps to address these challenges, including through the adoption of gender mainstreaming action plans. These plans have been instrumental in moving entities beyond policy formulation towards implementation, especially if they are accompanied by specific timelines and results-based monitoring mechanisms.**

78. **The Economic and Social Council may wish to take note of the progress achieved. With reference to the need for the continued implementation of its agreed conclusions 1997/2 and the recommendations proposed in the report of the Secretary-General (E/2004/59), the Council may wish to encourage United Nations entities to:**

(a) **Develop action plans, where these do not yet exist, with clear guidelines on the practical implementation of gender mainstreaming in policies and programmes;**

(b) **Ensure that action plans include timelines and specific provisions on institutional mechanisms at both headquarters and field offices, including on: monitoring, evaluation and reporting; human and financial resources; capacity-building; and partnerships and inter-agency collaboration;**

(c) **Ensure that action plans are fully coordinated with overall corporate goals and strategies;**

(d) **Fully incorporate gender perspectives in programme budgets and multi-year funding frameworks and into all results-based budgeting processes;**

(e) **Strengthen accountability systems for all staff for gender mainstreaming, including through performance appraisals;**

(f) **Incorporate gender perspectives into operational mechanisms, including the common country assessment/United Nations Development Assistance Framework process, poverty reduction strategy papers and reporting and implementation frameworks, such as those for the implementation of the Millennium Declaration and the Millennium Development Goals;**

(g) **Strengthen inter-agency and country team collaboration on gender mainstreaming, including through the creation or expansion of electronic knowledge networks on gender mainstreaming;**

(h) **Further develop and institutionalize monitoring and evaluation tools and gender impact analysis methodologies and ensure the collection and use of sex-disaggregated data.**

Notes

[1] The following 38 entities of the United Nations common system provided information in response to a request for information from the Division for the Advancement of Women: Department of Economic and Social Affairs: Office of the Special Adviser on Gender Equality and Advancement of Women, Division for Social Policy and Development, Division for Sustainable Development, Statistics Division, Population Division; Department of Political Affairs; Department of Peacekeeping Operations; Department of Public Information; Economic Commission for Europe (ECE); Economic and Social Commission for Asia and the Pacific (ESCAP); Economic and Social Commission for Western Asia (ESCWA); Food and Agriculture Organization of the United Nations (FAO); International Atomic Energy Agency (IAEA); International Civil Aviation Organization (ICAO); International Fund for Agricultural Development (IFAD); International Labour Organization (ILO); International Monetary Fund (IMF); International Maritime Organization (IMO); United Nations International Research and Training Institute for the Advancement of Women (INSTRAW); Office for the Coordination of Humanitarian Affairs; Office of Internal Oversight Services; Office of the Special Adviser on Africa; Joint United Nations Programme on HIV/AIDS (UNAIDS); United Nations Office of Drugs and Crime; United Nations Development Programme (UNDP); United Nations Environment Programme (UNEP); United Nations Educational, Scientific and Cultural Organization (UNESCO); United Nations Population Fund (UNFPA); Office of the United Nations High Commissioner for Refugees (UNHCR); United Nations Children's Fund (UNICEF); United Nations Development Fund for Women (UNIFEM); United Nations Research Institute for Social Development (UNRISD); United Nations Relief and Work Agency for Palestinian Refugees in the Near East (UNRWA); United Nations University; World Bank; World Food Programme (WFP); World Intellectual Property Organization (WIPO); and World Meteorological Organization (WMO). Information was also submitted by the International Organization for Migration (IOM).

[2] E/2004/59, para. 81.

[3] FAO's current Gender and Development Plan of Action (2002-2007), which addresses gender mainstreaming, builds on experience from its previous action plans (1989-1995) and (1996-2001).